

Message Text

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S E C R E T SECTION 01 OF 03 NATO 05013

E.O.11652: GDS
TAGS: PARM, NATO
SUBJECT: MBFR: DATA DISAGGREGATION: SPC MEETING JUNE 9

REF: (A) USNATO 4819 (DTG 061906Z JUN 77),
(B) STATE 132975 (DTG 090051Z JUN 77),
(C) MBFR VIENNA 287 (DTG 071101Z JUN 77),
(D) USNATO 3989 (DTG 242009Z MAY 77)

SUMMARY: AT THE JUNE 9 SPC MEETING, SEVERAL ALLIES SUPPORTED MODIFICATION OF THE FRG UNIT DISAGGREGATION APPROACH TO PERMIT A SUBDIVISION BY NATIONALITY OF "OTHER PERSONNEL" NOT CONTAINED IN MAJOR UNITS. MC REP CRITICIZED THE FRG APPROACH ON MILITARY-TECHNICAL GROUNDS. BELGIAN REP STATED THAT HIS AUTHORITIES WERE MOVING IN THE DIRECTION OF SUBDIVIDING "OTHER PERSONNEL" BY NATIONALITY. NO DELEGATION SUPPORTED THE FRG VIEW, AND ITALIAN REP, WHO HAS SUPPORTED FRG UNTIL NOW, REMAINED SILENT. FRG REP

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SAID HE WOULD OF COURSE REPORT, AND NOTED THAT BEHIND HIS INSTRUCTIONS WAS A STRONG POLITICAL WILL NOT TO BE BROUGHT DOWN A SLIPPERY SLOPE. END SUMMARY.

1. PRIOR TO THE MEETING, MC REP (GROUP CAPTAIN SMITH) CIRCULATED AN INFORMAL AIDE MEMOIRE, WHICH CAME TO THE CONCLUSION THAT THE FRG PROPOSAL, WITHOUT A NATIONAL

BREAKDOWN OF "OTHER FORCES," WOULD NOT ENABLE THE ALLIES TO IDENTIFY THE LOCATION AND REASON FOR DISCREPANCIES IN THE VERY LARGE PART OF THE EASTERN FORCES NOT ORGANIZED IN CORPS/DIVISIONS."

2. UK REP (JANVRIN) PRESENTED THE INITIAL REACTION OF HIS AUTHORITIES TO THE FRG WORKING PAPER ON UNIT DISAGGREGATION. THE UK CONSIDERS THAT THE ALLIES ARE PRESENTLY IN A BAD POSITION ON DATA, AND THAT THE SITUATION IS INDEFENSIBLE WITH THE PUBLIC. THE AD HOC GROUP MADE ITS REQUEST FOR GUIDANCE SOME TIME AGO, AND THE BELGRADE CONFERENCE IS BEFORE US. HE STRESSED THE NEED FOR EARLY AND ADEQUATE GUIDANCE TO THE AHG.

3. THE UK HAD A MAJOR PROBLEM WITH THE ABSENCE OF SUB-DIVISION BY NATIONALITY FOR RESIDUAL PERSONNEL NOT INCLUDED UNDER CORPS AND ARMIES. IF THE WESTERN PROPOSAL DOES NOT GIVE THE OTHER SIDE THE ABILITY TO CALCULATE NATIONAL TOTALS, WE GIVE THEM AN EASY EXCUSE TO REJECT IT, AND DEPRIVE OURSELVES OF THE ADDITIONAL EASTERN DATA WE NEED. IN ADDITION, TO SEEK THE DISCREPANCY BETWEEN EASTERN DATA AND OUR ESTIMATES OF THAT DATA WE MUST HAVE A BREAKDOWN OF THE EASTERN RESIDUAL PERSONNEL. UNDER THE FRG PROPOSAL, WE CANNOT EVEN SEPARATE SOVIET PERSONNEL FROM NON-SOVIET PERSONNEL. UNTIL WE GET EASTERN FIGURES, WE CANNOT KNOW WHERE THE DISCREPANCY MAY LIE, AND IT MIGHT WELL BE IN THE "OTHER PERSONNEL" CATEGORY.

4. UK REP SAID HIS AUTHORITIES ALSO BELIEVE THAT THE
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INITIAL PROPOSAL TO THE EAST SHOULD NOT REQUIRE EXCHANGE OF ARMY/CORPS AND DIVISIONAL DATA AT THE SAME TIME, BUT THAT THE EXCHANGE OF DIVISIONAL DATA SHOULD BE A LATER STEP. THE UK SEES NO HARM IN NOT EXCHANGING DATA ON AIR MANPOWER UNTIL AFTER DISCUSSION OF DATA ON GROUND MANPOWER, AS LONG AS THE ALLIES CAN AGREE TO MOVE IMMEDIATELY TO TABLE AIR MANPOWER DATA IF THE EAST OBJECTS. WE SHOULD HAVE A FIRM COMMITMENT TO DO SO. ON THE DISCLAIMER, THE UK AGREES THAT ONE IS NECESSARY, BUT THE SPC SHOULD NOT TRY TO DRAFT LANGUAGE UNTIL THE MANNER OF THE DATA EXCHANGE IS DECIDED. FINALLY, THE UK ENDORSES THE POINT IN PARA 4 OF THE FRG SPEAKING NOTES (REF A), THAT IN THE FINAL ANALYSIS THE SAFEGUARDING OF THE ALLIED POSITION DEPENDS ON THE POLITICAL DETERMINATION OF THE ALLIANCE.

5. CANADIAN REP (BACON) SAID OTTAWA WELCOMES THE FRG PROPOSAL. CANADA SHARES THE GENERAL CONCERN THAT THE FRG PROPOSAL DOES NOT GO FAR ENOUGH IN THAT IT AVOIDS A BREAKDOWN OF "OTHER FORCES." THIS WOULD PROVIDE CONSIDER-

ABLE LATITUDE FOR THE EAST TO CONCEAL DISCREPANCIES, AND IN THE CANADIAN VIEW IT IS IN THIS VERY AREA OF LESS THAN DIVISIONAL STRENGTH UNITS AND SUPPORT UNITS THAT DISCREPANCIES ARE LIKELY TO BE FOUND. ALSO, AS THE FRG PAPER POINTS OUT, A DATA EXCHANGE IS NOT AN END IN ITSELF, BUT SHOULD BE DESIGNED AND PURSUED AS A MEANS OF ELICITING INFORMATION SUPPORTING THE WESTERN POSITION ON EAST-WEST FORCE DISPARITIES. THE FRG PROPOSAL IS UNLIKELY TO ACCOMPLISH THIS WITHOUT A BREAKDOWN OF THE "OTHER PERSONNEL" CATEGORY. CANADA SHARES THE VIEW THAT THIS CATEGORY WILL HAVE TO BE BROKEN DOWN IN SOME WAY IF THE FRG APPROACH IS TO HAVE A CHANCE OF SUCCESS. HE SAID THAT

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CANADA FAVORS BREAKING IT DOWN BY NATIONALITY, ALTHOUGH OTHER MEANS SUCH AS LOCATION COULD ALSO BE CONSIDERED. CANADA AGREES WITH THE FRG THAT DATA ON AIR FORCES BE ADDRESSED ONLY AFTER SATISFACTORY PROGRESS ON EXCHANGE OF GROUND FORCES.

6. FRG REP (CITRON) ON THE QUESTION OF WHETHER THE INITIAL PROPOSAL TO THE EAST WOULD REQUIRE THE TABLING OF CORPS/ARMY AND DIVISIONAL DATA AT THE SAME TIME, SAID HE WAS SURE THAT THE FRG WAS PREPARED TO CONSIDER STARTING

WITH ARMY/CORPS DATA, THEN PROCEEDING TO DIVISIONAL DATA, AND THEN FINALLY TO AIR MANPOWER DATA. CITRON LATER TOLD US PRIVATELY THAT ALTHOUGH IT IS STILL THE FRG POSITION THAT THE INITIAL PROPOSAL TO THE EAST SHOULD REQUIRE TABLING OF CORPS/ARMY AND DIVISIONAL DATA AT THE SAME TIME, THE FRG IS FLEXIBLE ON THIS POINT.

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7. DANISH REP (TILLISCH) SAID THAT HIS AUTHORITIES ALSO WELCOMED THE FRG PAPER. THEY BELIEVE THAT THE WESTERN APPROACH MUST HAVE A REASONABLE CHANCE OF ACCEPTANCE BY THE EAST AND OFFER A REASONABLE CHANCE OF CLEARING UP THE DISCREPANCIES IN EASTERN DATA. THE FRG PROPOSAL FALLS SHORT OF THESE CRITERIA BECAUSE IT DOES NOT PROVIDE FOR A NATIONAL BREAKDOWN OF RESIDUAL FORCES. DENMARK THEREFORE WISHED TO URGE THE FRG TO RECONSIDER ITS POSITION.

8. NORWEGIAN REP (BERNHARDSEN) SAID THAT HIS AUTHORITIES WERE CONCERNED ABOUT THE CURRENT STALEMATE IN VIENNA. THEY WELCOMED THE FRG PROPOSAL BUT SHARED THE CONCERN REGARDING THE UNSPECIFIED CATEGORY OF "OTHER PERSONNEL". NORWAY FAVERED A NATIONAL BREAKDOWN OF THIS CATEGORY.

9. US REP (MOORE) DREW ON REFS B AND C IN SUPPORTING A NATIONAL SUBDIVISION OF THE "OTHER PERSONNEL" CATEGORY. HE NOTED THAT WE WOULD AGREE WITH CANADA ON THE LIKELIHOOD THAT THE DISCREPANCIES IN EASTERN DATA WOULD BE CONCENTRATED IN THE "OTHER PERSONNEL" CATEGORY FOR REASONS STATED IN REF C. REGARDING AIR MANPOWER, HE NOTED THAT THE US WAS NOT SURE HOW THE FRG PROPOSAL FOR DISAGGREGATION WOULD BE APPLIED, IN VIEW OF THE DIVERSITY OF ALLIED AIR FORCE STRUCTURES. (NOTE: WHEN WE ASKED FRG REP THIS QUESTION EARLIER IN THE MORNING, HE SAID THAT FRG HAD ESSENTIALLY ADOPTED THE UK APPROACH -- REF D -- AND THAT THE FRG WAS VERY FLEXIBLE ON HOW IT WOULD BE APPLIED, AND WAS OPEN TO SUGGESTIONS. FRG REP DID NOT COMMENT AT THE MEETING. WE PUT THE SAME QUESTION PRIVATELY TO UK REP, WHO WILL LOOK INTO THE MATTER. END NOTE.) US REP NOTED THE IMPORTANCE OF KEEPING THE NAC GUIDANCE LEAN, AND AVOIDING UNNECESSARY DRAFTING TO THE EXTENT POSSIBLE. HOWEVER, HE DID NOT REFER TO THE FRG REQUEST FOR DISCLAIMER LANGUAGE ON PHASE II REDUCTION COMMITMENTS, AND ON UNIT REDUCTIONS, IN ORDER TO KEEP THE FOCUS OF THIS MEETING ON THE "OTHER PERSONNEL" QUESTION.

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10. BELGIAN REP (CROLLEN) SAID THAT HIS AUTHORITIES DID NOT WISH TO STATE A FINAL POSITION AT THIS MEETING, IN VIEW OF THE RECENT CHANGE IN GOVERNMENT. HOWEVER, HE COULD SAY THAT BELGIUM CONSIDERS IT NECESSARY TO HAVE EASTERN NATIONAL FIGURES IN ORDER TO SEEK THE DISCREPANCY BETWEEN TABLED EASTERN DATA AND ALLIED ESTIMATES OF THAT DATA. IF THE ALLIES ARE TO OBTAIN THOSE FIGURES IT MUST GIVE NATIONAL FIGURES ON ITS SIDE. HE COULD NOT SAY YES OR NO AT THIS MEETING ON WHETHER THE "OTHER PERSONNEL" CATEGORY SHOULD BE SUBDIVIDED BY NATIONALITY. HOWEVER, HE THOUGHT THAT BRUSSELS WAS MOVING IN THAT DIRECTION. HE HOPED TO HAVE MORE TO SAY AT THE MONDAY MEETING. BELGIAN REP TOLD US PRIVATELY THAT HE EXPECTED TO BE ABLE TO SUPPORT SUBDIVISION OF "OTHER PERSONNEL" BY NATIONALITY AT THE MONDAY SPC MEETING. HE STRESSED THAT BRUSSELS HAD NOT YET TAKEN THE FINAL DECISION.

11. IS DISARMAMENT CHIEF (PABSCH -- FRG) ASKED MC REP IF THE FRG PROPOSAL WOULD BE MORE USEFUL IN DETERMINING THE DISCREPANCIES IF THE "OTHER PERSONNEL" CATEGORY WERE SUBDIVIDED INTO US AND NON-US, AND SOVIET AND NON-SOVIET PERSONNEL. MC REP REPLIED THAT IT WOULD HELP ONLY TO A LIMITED EXTENT. HE AGREED WITH US REP ON THE STRONG POSSIBILITY THAT THE BULK OF THE DISCREPANCY MAY BE IN NSWP MANPOWER, IN REAR ECHELON COMPONENTS, WHICH WOULD BE INCLUDED IN THE "OTHER PERSONNEL" CATEGORY. IT IS THUS VERY IMPORTANT TO BREAK DOWN THE "OTHER PERSONNEL" CATEGORY BY EACH NATIONALITY INCLUDED IN IT.

12. ITALY, WHICH SUPPORTED THE FRG UNTIL NOW IN THE CURRENT

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DATA DISCUSSION, REMAINED SILENT DURING THIS MEETING.

13. AT THE END OF THE MEETING, FRG REP SAID THAT HE SAW THE ARGUMENTS OF OTHERS, AND SAW THE PROBLEM OF "OTHER PERSONNEL" COMING, AND WOULD REPORT. HE WISHED TO NOTE THAT BEHIND HIS INSTRUCTIONS WAS A STRONG POLITICAL WILL NOT TO BE BROUGHT DOWN A SLIPPERY SLOPE. HE ALSO SAID THAT HE FELT THAT THE WEST TENDED TO EXAGGERATE THE PROBLEM OF WHAT IS NEGOTIABLE WITH THE OTHER SIDE.

14. COMMENT: FOLLOWING THIS MEETING, THE FRG REP WILL BE ABLE TO REPORT TO BONN THAT, IN THE COURSE OF THE PAST TWO MEETINGS, THE US, UK, CANADA, THE NETHERLANDS, DENMARK, NORWAY, AND THE MC REP (THE LATTER ON MILITARY-TECHNICAL GROUNDS ONLY) HAVE ALL CRITICIZED THE ABSENCE OF SUBDIVISION BY NATIONALITY OF THE "OTHER FORCES" CATEGORY; THAT BELGIUM, WHICH HAS HITHERTO BEEN NEUTRAL, IS

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NOW MOVING TOWARD THAT POSITION; AND THAT ITALY, WHICH HAS HITHERTO STRONGLY SUPPORTED THE FRG, REMAINED SILENT THROUGHOUT THE ENTIRE DISCUSSION. THIS EXPRESSION OF ALLIED VIEWS SHOULD ASSIST IN TESTING FRG FLEXIBILITY ON THIS SUBJECT.

15. THERE WILL BE SPC MEETINGS NEXT WEEK ON MONDAY, JUNE 13, AND THURSDAY, JUNE 16, BY WHICH TIME THE CONSIDERED FRG REPLY TO THE VIEWS OF THE OTHER ALLIES MAY BE AVAILABLE. IF THE MATTER IS NOT RESOLVED BY THEN, IT WILL CERTAINLY BE DISCUSSED AT THE COUNCIL MEETING ON MBFR SCHEDULED FOR FRIDAY, JUNE 17, TO RECEIVE A REGULAR BRIEFING BY THE AHG (LUXEMBOURG, UK AND NORWEGIAN AHG REPS WILL ATTEND). STREATOR

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